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ABSTRACT

This preliminary edition bibliography was designed as a working tool for librarians who require a representative collection of references on library budgeting, cost effectiveness, costing, fees, funding, insurance, prices, and financial management generally. It contains entries for 850 English language documents on economic aspects of information services, but does not include library statistics, library standards, or library development reports. Entries encompass the years 1969 through 1979, and are arranged according to subject area. (FM)

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REPORT NO. 5

Financial aspects of library and information services

a bibliography

Alan Cooper

CENTRE FOR LIBRARY AND INFORMATION MANAGEMENT

DEPARTMENT OF LIBRARY AND INFORMATION STUDIES

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This bibliography comprises entries for 850 English-language documents on financial aspects of library and information services published during 1969 to 1979. Entries are annotated and arranged in classified order. There is an index of names.

c CLAIM 1980

PREFACE

Library and information finance is not a self-contained subject, as in general library and information services are circumscribed in their financial management by their institutional setting. Rather than being innovators in financial management, librarians will adopt and adapt the methods of business management and their parent institutions.

This eclectic nature of library and information finance has led to a proliferation of jargon. In addition, the terminology of the literature written in the USA reflects a political context very different from that existing in the United Kingdom.

As an aid to the user of this bibliography, a short glossary on library finance, particularly in the USA, is reproduced below. This is reprinted by permission of the American Library Association from:

Prentice, Ann E. The lingo of library finance. *American libraries*, 8(10), November 1977, 550-552. c 1977 American Library Association.

If you don't know basic fiscalese, it could cost you money.

The Lingo of Library Finance

by Ann E. Prentice

Once considered a rather informal adjunct to the services of a community, school, or university, the library has been redefined in recent years as a not-for-profit agency, subject to the strictures of accountability for funds, and subject to formal business practices. The role of the library in its information services has changed markedly in recent years, and its enabling structure—the administrative system of the library—has changed even more. No longer can money disappear into the academic library to be spent for the general good of the university, and no longer can the public library assume an attitude apart from other public agencies as it accounts for the value returned from monies received.

The major quantitative aspect of library management deals with obtaining funds, budgeting them, and accounting for their use.

The library is usually not an innovator in its financial theory and practice; it adapts concepts and methods first tried in the business community. Not all theory or practice is directly transferable from a business to a not-for-profit situation. But the librarian deals with members of the business community be they library trustee, director on the board of education, or budget officer in an academic institution; it is the librarian's responsibility to understand the terminology of the business world as it applies to the library situation. How else can goals and differences be discussed with the people holding the purse strings? Especially now, with tight funding, the need to account for monies received is not only a business problem but a political one. The amount a library receives derives directly from the political view of the library by its funding and clientele groups; therefore the library administrator must be aware of the politics of funding as well as the mechanics of budgeting and accountability. The following is a basic guide to terms used in these various aspects of library finance.

Direct to the Source

Academic and school library budgets form part of larger institutional budgets submitted to voters, their elected officials, or other governing bodies. Such libraries are involved only indirectly in raising dollars for library operations. It is the public library administrators and their boards who must involve themselves in direct solicitation of funds and its terminology.

Public libraries have developed in three basic patterns: the municipal public library, the association library, and the school district library. A library can also be organized along special district lines or the lines of any existing local government district such as a fire district or a water district. These special district libraries fall either under municipal or association headings depending upon their governmental structure. The type of library government determines to a large extent the financial responsibilities and restrictions imposed on a library. The area served by the library, be it city, school district, or special district, determines the area to be taxed for library services.

The **municipal public library** is a department of local government in the same fashion as the police or fire department. It may or may not have a board of trustees; if it does, that board may be administrative or advisory. The municipal library is tied directly to local government and is directly responsible to its local officials. There are usually restrictions on whether or not the library can have separate income, such as interest on investments, or whether it can accept gifts, and in some instances even the library fines have to be turned over to the general fund of local government. The **association library** is governed by an association of community members, and through its board of trustees the association owns the library. The association contracts with local government annually and receives a sum of money for which the association library will provide library service to the community. The association library can own property, receive **endowments** (gifts, the income from which is to be used for specified purposes), and earn income.

The **school district library** may have its own board of trustees or the school board may serve as the library board. The library budget in this case may be part of the school district budget or may be a separate item. For those school districts required to submit their budgets to the voter, voters have the opportunity to vote for the school budget and the library budget. The school district library is much the same as the municipal library in the restrictions governing separate library income.

In some states the library is guaranteed a specific amount of support or a level of support beyond which it cannot receive funds. This is usually expressed in terms of **millage rates** (a mill is one-tenth of a cent). Libraries are governed in most states by *enabling or permissive* legislation (a library may exist and may receive tax monies) rather than by legislation mandating library support. Occasionally some rather unusual laws provide benefit to library service, such as the Massachusetts law that returns to the local library any unexpended collections of the dog tax; i.e., that portion of the locally collected dog tax not spent to pay claims made by residents because of damage by dogs to farm animals.

The major source of income for the public library, regardless of type, is local taxes and the **property tax** in particular. This tax is the major source of revenue to support local government. Property tax is a **regressive tax** in that it is related to the value of the property, not to the person's ability to

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Ann Prentice, assistant professor at SUNY Albany's School of Library and Information Science, has specialized in the study of successful public library funding. She has taught library administration for five years at SUNY, consulted widely, and is the author of a new book from ALA, *Public Library Finance*. An article from that book, adapted for "Money: Part II" in next month's *AL*, concerns the future of library funding.

pay, and places a heavy burden on those property owners with a low or reduced income. However, it is easy to collect and is so entwined in the local government process that there is little one can do about relieving this tax burden. Income taxes which are **progressive** (those who earn more are taxed more heavily) support federal and state programs and are an insignificant addition to local government income. Local sales tax on retail sales provide some local income, but it is the property tax from which most local services are funded.

For taxing purposes, property is divided between **real property** which is land and buildings, and **personal property** which is either **tangible** (cars, jewelry, etc.) or **intangible** (increase in the value of such assets as stocks and bonds). In Ohio, public library service is funded to a large extent by the intangible tax. In some jurisdictions a specific tax may be earmarked for library income, but usually library support is from the general revenue.

Property tax is collected on the basis of **assessed value,** the locally determined value of the property. Property can be assessed at 100 percent of full or true value or at a lower percentage. The **tax rate** is the dollars in tax per thousand of assessed valuation. Assessments are local decisions, and to compensate for variation in local assessments the state imposes an **equalization rate** prior to collection of state and county taxes. When a resident receives the annual property tax bill, it is the locally assessed valuation of the property multiplied by the tax rate plus a county tax for county services calculated on the basis of the equalization rate. The tax rate itself varies annually depending upon the amount of money local government or the school district requires to operate for the fiscal year. The **tax levy** (the legally imposed assessment and collection of taxes) produces **tax revenue,** which is the total current income of a government. Local tax revenue is largely property tax but includes all other sources of income.

Since 1972 the federal government has returned annually approximately five billion dollars to state and local governments under the terms of the State and Local Fiscal Assistance Act, popularly known as **revenue sharing.** Revenue sharing money is intended to support local needs as determined locally. Because the money may be spent for general purposes it is termed **non-categorical funding.** Under **categorical funding,** the federal government specifies priorities and programs to be funded. Examples of categorical funding are the Library Services and Construction Act, the Higher Education Act, and the Elementary and Secondary Education Act.

Unusual revenue. Mass. public libraries receive city dog tax after all claims are paid for dog damage to farm animals.

In some states and communities, additional funding can be obtained through a **local incentive** program whereby state or county government matches increases in local support of the library. Such incentive funding may be on a per capita basis.

The state may also increase local revenue through **tax supplements,** in which a local tax is added to the state tax rate in an area and the state collects both, remitting the local share to local government; **tax sharing,** when the state earmarks certain taxes for local use and then determines the amount of the tax and method of collection; and **tax credits,** in which the state levies a statewide tax and credits the taxpayer for the portion of the tax paid to local government.

Libraries and library systems receiving support directly from the state most often do so through **grant-in-aid programs,** which are special-purpose grants distributed according to a predetermined formula.

A final source of library funding is by **bond issue,** a loan against future revenues. As this is a special-purpose allocation of tax monies, it requires a **referendum** (a vote by the taxpayer). Libraries most often become involved in a bond issue when raising funds for a new building or the expansion of existing facilities. The procedures involved in the bond issue process are subject to state law and vary from state to state.

Terms You Can Plan and Count On

In the areas of budgeting and accountability, the financial terminology is common to all types of libraries. The **budget** is a financial plan for the library in which the library personnel indicate how they intend to spend anticipated revenue. It is a legal document agreeing that for a certain sum of money the library will provide a specified level of service. It is also a management document in that library programs are expressed in financial terms. The form in which the library budget is developed and presented varies according to the requirements of state and local law and the sophistication of the library administrator.

The most generally followed form of library budget is the **line item** or **object of expenditure budget.** The costs for the following year are calculated based on the current year's costs of personnel, books, utilities, etc., plus anticipated increases in any item such as new staff or utilities. An inflation increase is then added based on the anticipated rate of inflation. This type of budget emphasizes the tools of library service rather than what those tools are to do. Stating the cost of books for a year gives no indication of the objectives they are to support, and enumerating staff does not indicate what those staff members do. The line item budget is easy to prepare, and is often the format required by state law and local agencies.

The **program budget** groups library expenditures around a program such as children's services or a function such as circulation or personnel administration. The cost of each item within the program is stated as, say, personnel, books, or supplies, but the emphasis is on the program rather than the inputs.

The **planning programming budgeting system** is an

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extension of the program budget. As in the program budget, the first steps in budget development are a statement of objectives of the library and the identification of programs and sub-programs which will achieve those objectives. The cost of each program is analyzed according to criteria of **cost benefit,** and the program activity that provides the greatest benefit at least cost is selected. The step beyond program budgeting taken by PPBS is that a plan for feedback and evaluation is incorporated into the budget format. Such a plan enables the administrator to determine to what extent program objectives are being achieved and at what cost. It is a form of management by objective applied to the budgeting process.

A new type of budget approach was developed in the early 1970s and was adopted by then Governor Carter of Georgia for that state's budget. President Carter now envisions **zero base budgeting** as the format of the fiscal 1979 federal budget.

Zero base budgeting is a planning process of identifying each discrete library activity, and then determining whether or not the activity or program is necessary. Once the activity's existence is justified, a decision package is developed that describes the activity, its purpose, and the resources needed to carry it out. Each decision package is ranked, and funds are allocated accordingly. When carefully followed through, zero base budgeting is a thorough analysis of library programs and their relative value. A major drawback of this budget process is the tremendous amount of paperwork involved.

A method of budgeting more commonly used in academic libraries is **formula budgeting,** a line-item format developed according to predetermined numerical guidelines for fund allocation (e.g., so many materials per student), in turn related to predetermined standards of adequacy. The Clapp-Jordan Formula is one example. A mechanical format, it is simple to prepare, but does not allow for differences among institutions in quality of service or in forms of service.

In the actual process of developing the budget, a variety of terms are used. The overall expenditures of the library are divided into the **capital budget,** which covers development of **fixed assets** such as land and buildings, and the **operating budget,** covering the daily operational expenses of the library. These budgets are developed for a **fiscal year,** the period to be covered by the expenditures. The fiscal year conforms to whatever 12-month period is standard for the institution or the government within which the library operates. The budget follows a **budget calendar** or **budget cycle,** which is a series of due dates for budget development including the various planning steps and hearings required before the final adoption of the budget. As soon as the budget calendar for one year ends, the calendar for the next year begins.

Zero base budgeting. Each discrete library activity is identified, then evaluated to determine how necessary it is.

In developing the budget, the librarian must take into account **fixed costs** (those costs such as rent, insurance, and administrative salaries that are unaffected by the volume of activity), **variable costs** (costs such as number of part-time seasonal staff, or costs that increase or decrease with the volume of business, such as interlibrary loan), and **standard costs** (the anticipated cost of a specific activity conducted at a given level of volume and under an assumed set of circumstances). Also, in some fashion, **depreciation costs** of building and equipment must be considered. In a not-for-profit institution it isn't possible to depreciate items by holding 10 percent of the item's cost per year for 10 years **(straight line depreciation)** or to calculate a fixed percentage of depreciation per year with a rapid depreciation the first year and less so later **(declining balance).** In some way, however, the library administrator must anticipate an orderly replacement of material.

Budgeting is a process that deals with future expenditures, and **accounting** is the process that deals with or accounts for past expenditures. As defined by the American Institute of CPAs, accounting is ". . . the art of recording, classifying and summarizing in a significant manner and in terms of money transactions, events which are, in part at least, of a financial character, and interpreting the results thereof."

Some libraries are moving toward **accrual accounting,** which allocates income and expenditures to the periods to which they apply. Income is recorded when it is due to be received, not when it is actually received; expenses are recorded when they are incurred or **encumbered.** This accounting includes all earnings not yet collected and expenses incurred but payable at a later date, such as payroll tax or book orders.

Like other not-for-profit organizations, association libraries and private academic libraries may have specified funds donated for specific purposes as part of their assets, and these funds must be administered separately from the general operating budget **(fund accounting).** Endowment funds and the interest from such funds fall into this category.

In this brief overview of financial terminology, only the basic areas have been covered. There has been no attempt to go into the forms and purposes of various accounting methods or to delve into the terminology of accounting. The purpose here is to indicate the more commonly used terms and to introduce some of the newer terminology. To keep up to date or go beyond, the wise library administrator will read the literature of business and finance management—such as *Harvard Business Review*—to see what is new and applicable to the library situation. □

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INTRODUCTION

Coverage

This bibliography comprises entries for 850 English-language documents on financial aspects of library and information services. 'Financial aspects' has been interpreted broadly to include budgeting, cost-effectiveness, costing, fees, funding, insurance, prices and financial management generally. All aspects of library and information studies have been included, other than primary communications (though materials costs are included). Virtually all of the items listed were published during 1969 to 1979.

It is not claimed that this preliminary edition of the bibliography is comprehensive, but rather that it provides a working tool for librarians who require a representative collection of references on the topic. The existence of all the documents listed has been verified by the compiler, but not all of them had been examined in time for publication of this edition.

In order to keep the size of the bibliography manageable, it has been necessary to exclude certain types of item. The bibliography does not include library statistics (such as price or expenditure statistics) or library standards. Documents dealing with the timing (rather than costing) of library operations have been excluded. Library development reports (such as the MRAP reports and US state plans for library development) have been excluded, even though they may deal *inter alia* with questions of library finance.

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